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ABSTRACT

This training model and accompanying a handbook (see related note) are based on the University of Georgia Rural Women Project, a two-year leadership training project which tested the model in Morgan County, Georgia, and had some success in developing effective community problem solving with the rural black community in that county. The following four phases of the model are described in separate sections: orientation (that preliminary foundation which a trainer or trainers should possess before going into a community to work with citizens); engagement (the process by which citizens and trainers come into contact and mutually assess the need for training); disengagement (begins initially with the formalization of a leadership body and continues through the formalization of the organization as a self-sustaining citizen group); and follow-through and follow-up (the ongoing roles of trainers and citizens following complete disengagement). Appended material includes a brief history of the project, the model breakdown, assessment profile, and sources of trainers. (SH)

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A Training Model

COMMUNITY PROBLEM SOLVING: MOBILIZING THE DISADVANTAGED

by

Boyd E. Rossing and Sara E. Kuhn

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FOREWORD

This book and its companion publication, **Handbook for Community Problem Solving,** were the final report of an exciting two-year study conducted by the Adult Education Department, University of Georgia. The study was funded by Title I of the Higher Education Act and conducted as one of a series of studies at Florida State University, Tuskegee Institute, and the University of Georgia.

Sara Kuhn and Boyd Rossing, doctoral students in the Adult Education Department, are the authors of this book and the companion model. They and their fellow student, Clarence Moore, spent two years in assisting a group of rural women in developing their leadership capabilities in order to exercise their rights and privileges in their community. They were successful beyond our fondest expectations.

Dr. Ernestine Boclair, Project Director from Florida State University, provided leadership for the total project, and her assistance is gratefully acknowledged.

The handbook is a practical guide that can be used by groups in planning an active role in the development of their community. The model is a theoretical base for professionals, students, and practitioners interested in community development.

We hope that the sense of excitement shared by Sara, Boyd, and Clarence, the heightened expectations of the community participants, and the satisfaction of the project directors is communicated to you, the reader, in the following pages.

Curtis Ulmer
Professor and Head
Department of Adult Education
The University of Georgia

PREFACE

As we embark on the publication and dissemination of this training model and the accompanying handbook it is easy to recall the combination of high hopes and sobering awareness of limitations which the staff of the Rural Women Project felt so keenly in the early months of the project. We feel much the same now.

In this booklet we have attempted to draw on our experiences in Morgan County as a basis for proposing a general training model useful to professionals in advancing the art of developing communities through adult education. The accompanying handbook is meant to be useful to participants as a source of specific guidelines for community problem solving. It is our hope that despite their limitations these publications will contribute to the development of dedicated trainers and to greater efforts to tap the community leadership potential of the disadvantaged.

These hopes are shared by a great number of people who have participated in or supported the Rural Women Project. We would like to acknowledge their many and often invaluable contributions.

The project operated under the able leadership of the project director, Dr. Ernestine Boclair of Florida State University. She gave us the opportunity to be creative and the enthusiasm to set high goals. She was assisted by the Executive Council consisting of Dr. Curtis Ulmer, University of Georgia, Dr. George Aker, Florida State University, and Dr. Theodore Pinnock, Tuskegee Institute.

To Dr. Ulmer, Chairman of the Adult Education Department at the University of Georgia, we offer a special tribute. He put our team together and then gave us the freedom and the responsibility to do the best job we could.

Clarence Moore was the third member of our team. Together we molded our philosophy, fashioned our strategies, and shared the work, joys, and frustrations of the project. We hope his views are fairly represented along with ours in the pages that follow.

Special thanks are also due to Margaret Holt and Betty Hill for their valuable volunteer assistance in planning and coordinating workshops, to Dr. C. B. Lord and George Brooks of the Georgia Center for Continuing Education for responsive administrative support to the project and these publications, and to Linda Chester, Shirley Duvall, Ann Caudle, and Anita Byson for providing much needed secretarial services.

Finally we wish to acknowledge the great debt both personal and professional we feel to the many citizen participants in Morgan County who were the heartblood of the project, who inspired us with their concern for their community, and who hope as we do that their efforts will spark others to become more involved in shaping the course of the communities in which they live.

Boyd E. Rossing
Sara E. Kuhn

OVERVIEW

In every community, large or small, urban or rural, there are those who face problems day after day, year after year, but rarely do anything significant about them. They do not know how to organize and use the resources of a group to effect changes. This situation is particularly acute among low-income, low-status, disadvantaged groups. Thus, the question should arise: what can be done to help people who daily endure unsatisfactory living conditions which could be improved through effective group action? This presentation is an attempt to propose a model for a method of training which had some success in developing effective community problem solving within the black community of a rural Southern county. The training was focused on rural disadvantaged women, but most of the principles which were found to be effective should apply to the training of disadvantaged men or women in rural or urban areas generally.

The history of the project is recorded at Appendix A, but there seems to be additional value in presenting a model, for the history by itself does not communicate the real value of the project. As the project progressed, concepts were constantly modified and refined. In the model, it is hoped, one may gain the benefit of the project team's overall understanding of the entire training process. The model reflects those principles which seemed to work best in this training situation. It is up to the user to test it in other situations and to contrast it with other approaches

It is important to note that this training model is not specifically based on any other approach to, or theory of, community development. It is based on the experience of the Georgia team in Morgan County and the application of general principles derived from a number of approaches. The model is an effort at conceptualization of a process which has been tested in one community. It is hoped that the fresh thinking which underlies the model will commend it for further testing and comparison to other approaches.

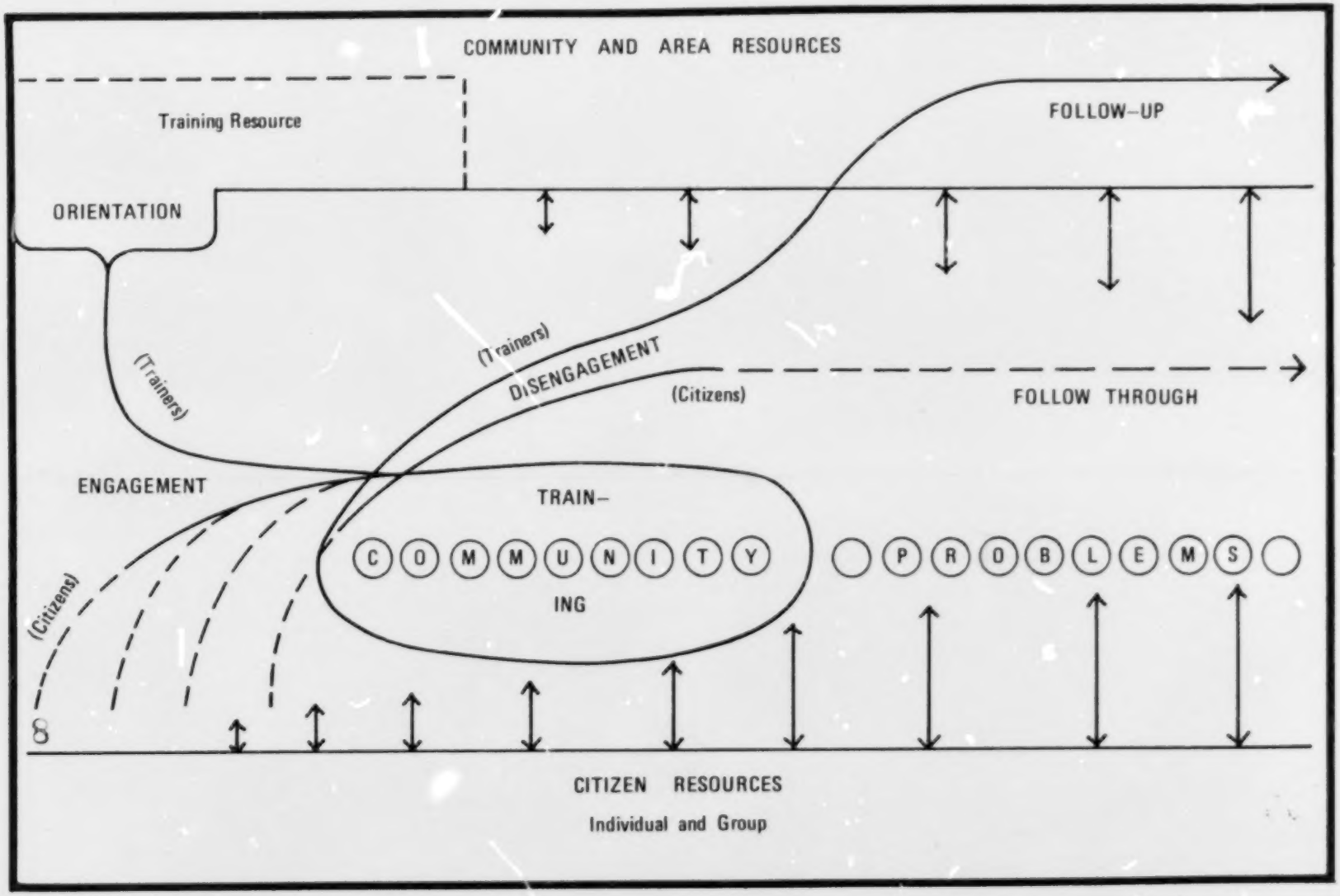
The model which follows incorporates a number of steps, stages and principles. To assist the user in putting these together in an overall scheme, a diagram of the process was prepared. Initially the components of the model will be briefly described. Then each aspect will be examined in more detail.

One who spends some time looking at the diagram which follows as Figure I will note that it presents the progressive phases of a training program. The phases in order are orientation, engagement, training, disengagement, follow-up, and follow-through. It is what happens during these phases that essentially makes up the model. The trainer and citizen lines merely represent the course of events by which both groups come in contact, engage in training, and later separate. A line of circles through the center is meant to convey that training is focused on finding solutions to real community problems.

While the central portion of the diagram represents the specific course of training, the top and bottom sections reflect the resources which go into the training and the community problem-solving process. The inputs of community and area resources (agencies, organizations, facilities) are reflected in the top half. You will note that the trainers are considered a community or area resource. They assume the training role temporarily and then resume their original function. Citizen inputs (skills, knowledge, action) are represented in the bottom half. The double arrows are drawn in to portray one of the major outcomes of training. As citizens seek solutions to community problems, they learn to draw to an ever greater extent on the individual, group, and community resources which hold the key to successful, lasting solutions.

FIGURE 1

MODEL DIAGRAM



Before going into the phases of the training process in more detail, an overview of the sequence may be helpful. The phases and substeps are shown in the model breakdown at Appendix B. They outline a training approach which is process rather than content oriented. The goal of the trainers is to develop problem-solving skills as citizens go about identifying and changing conditions in their community. Thus, the process they undergo is more important than the particular problems they attack or the particular knowledge about the community they acquire.

The orientation phase represents the preliminary foundation which a trainer or trainers should possess before going into a community to work with citizens. It is not proposed that a trainer develop a rigid set of procedures and expectations concerning citizen participation in problem solving. Such a mental set might predispose the trainer to do and see only certain things and cloud his perception of the actual needs in the situation. The foundation concerns, instead, the trainer's awareness and commitment to basic concepts, principles, and goals, his or her continuing professional growth, and the adoption of a basic citizen assessment scheme.

The engagement phase represents the process by which citizens and trainers come into contact and mutually assess the need for training. The engagement phase in the model differs somewhat from the conventional citizen request for specific services. A process is described whereby trainers seek citizens individually and in groups to inquire about their community concerns and interest in training. This approach sets the tone for an open, voluntary training approach which draws on an ever widening base of participation. The conclusion of the engagement phase occurs when trainers and citizens agree to embark on a training project with a certain general purpose.

The training phase basically consists of a twofold process. Trainers and citizens mutually develop a planning mechanism and training format. The citizens begin simultaneously developing an understanding of problem-solving steps while they carry out tasks to narrow down the problems that concern them and explore alternative goals. As this process takes place, the citizen group gradually takes shape as a cohesive, effective organization. Finally, during this time, potential leaders begin to emerge.

The disengagement phase begins initially with the formalization of a leadership body. It continues through the formalization of the organization as a self-sustaining citizen group. Finally, coherent action plans are developed and implemented by the citizen organization. It is during this phase that trainers gradually lower their profile in the overall process. They pave the way for total independence on the part of the citizen organization and concentrate to an increasing degree on supporting progress, rather than on specific training.

The follow-through and follow-up phases represent the ongoing roles of trainers and citizens following complete disengagement. The citizen organization hopefully will sustain previous progress and provide a fulcrum for increasing citizen's leverage in contributing to the process of building a better community. Trainers move into a long-term relationship as on-call technical consultants and resume their original organizational roles.

The reader now, it is hoped, has some idea of the training approach that is advocated. It embodies the major principles and strategies used in the project in Morgan County. Through hindsight, the process has been refined. In all essential respects, however, the model represents the process that was followed. Thus, each element is based on actual experience. The remainder of this presentation will be devoted to a more detailed description of each phase.

ORIENTATION PHASE

General

The orientation component in the model is an attempt to emphasize the importance of preparation, understanding, and professionalism on the part of trainers. The task is not an easy one and should draw on the utmost ability and resources of the trainer. The reservoir of available knowledge is vast and constantly advancing. Anyone in the training field should strive to maintain professional growth through continuing learning.

Trainer Characteristics

A trainer or team of trainers who set out to help people learn to help themselves and to capitalize on their resources assumes a serious responsibility. The trainer or trainers should be keenly aware of their values, attitudes, and needs, so that they know what they can offer and so that they do not allow unacknowledged personal needs to guide their actions in the name of service. A trainer also has a responsibility to keep abreast of findings, theories, philosophies, and approaches which bear significantly on this type of work. Finally, the trainers must know their skills and seek to enlarge them whenever possible.

It is impossible to think of or present all the knowledge which would be of value to a trainer in professional development and preparation for training disadvantaged citizen groups. Certainly an understanding of people on all levels, as individuals, in groups, and as members of a community is important. The trainer should also possess some background in the major theories, principles, and methods of community organization, adult education, and group process, especially as applied to the disadvantaged or socially oppressed. As a last suggestion, the trainer should have knowledge of the major public, private, and voluntary organizations and institutions which can provide training, materials, or professional services to assist in a training project or further the trainer's development.

Certain attitudes and values are critical in taking this approach to training. Through the entire training process the fundamental concern of the trainers is on the people that are being helped. They must bear in mind that people are people and not objects to be manipulated. This implies sensitivity and being open to persons of different backgrounds and personalities. The trainers may then implement their knowledge and employ techniques with full appreciation of their limitations and with final respect and empathy reserved for the people they are training.

Last, it is vital that the trainers believe in the interdependence of human relationships. They must realize that one cannot help others by controlling them. When individuals feel that they are respected and capable both of influencing a trainer as well as being influenced by him, they take greater responsibility for themselves and others.

Certain skills in relating to people are assumed if the trainers are to put these attitudes and values into action. They should have communication skills which enable them to exchange information and feelings with the training group. This requires an ability to put concepts into words that make sense to the participants. It also requires an ability to communicate about the realities of the citizens as opposed to the trainer.

The analytic, technical domain of skills is also important to the trainers. A critical skill is that of good professional judgment. This is the skill,

combined with values, which enables the trainers to adjust strategy and techniques to changing circumstances without losing sight of overall goals. The trainers should have technical skills in the areas of program development and evaluation--specifically, an ability to employ adult learning principles in designing learning experiences. Additional skills which are useful are the ability to use various group training techniques and the ability to implement various phases of the problem-solving model. It is not necessary for the trainers to possess all skills necessary to implement all techniques useful to the training. They may supplement their skills by drawing on other professional resources for specific aspects of training.

Trainer Roles

As trainers progress in their professional development, they become aware that a range of roles have been employed by professionals to effect change in individuals and communities. Each role has certain effects on the trainer/citizen relationship and yields results in different areas. It is important that trainers recognize differences in roles and identify those which are consistent with their goals and values. Having done this they should be prepared to employ selectively those roles which best suit particular citizen needs in line with the overall process of development. As will be seen, the roles utilized should be consistent with the overall process of engagement, training, disengagement, and follow-up which will be described.

Certain roles are especially useful in this approach. They are briefly described below:

1. **Group Process Facilitation.** Trainers use supportive, non-directive techniques to foster citizen-directed group problem solving.

2. **Program Planning Collaboration and Guidance.** Trainers offer suggestions and topics which assist the mutual planning process.

3. **Instruction.** Trainers may present information and establish learning exercises for participants.

4. **Information Source and Link.** Trainers may respond to information requests and link participants to other information sources.

5. **Coordination of Resources.** Trainers may identify and bring other helping resources into contact with citizens.

6. **Technical Communication Specialization.** Trainers may prepare or help citizens prepare written communication products needed for publicity or formal communications with other groups.

Team of Trainers

In the University of Georgia project, a team of three trainers was formed to carry out the project. A team approach has many advantages. A greater set of skills and knowledge is available. When perceptions of situations and needs differ the members of the team can balance each other. Due to the continuing interaction of the entire team with the citizen group, the citizens do not become dependent on any one person. A team composed of a cross-section of races and sexes (as was the Georgia team) helps different citizens to identify with different team members.

Although there are advantages to the team approach, it is felt that an individual trainer could also obtain effective results using this approach. It would probably require a higher level of skill, experience, and knowledge for one individual to carry out this training. He or she would not be able to rely on the judgment and skills of other team members. The single trainer might, however, be more consistent than a team in overall approach. Such consistency might minimize possible citizen's confusion as to the goals of the trainers.

Goals

The goals of this training approach can be stated only in the broadest terms. The specific direction which trainers and citizens actually take depends on a range of circumstances in the situation and the mutual problem-solving process as it unfolds. Also, it is important to bear in mind that the trainers are working on several levels. They are influencing individuals in their outlook and development; they are affecting the development of a new group; and, last, they are contributing to the overall development of the community. With this in mind, the overall goals are as follows:

1. To reach a subcommunity of disadvantaged citizens and foster within them a greater zeal and ability for solving community problems that face them.

2. To organize a representative and open group of citizens which promotes greater citizen participation in community problem solving.

3. To contribute to greater communication between the citizen subcommunity and other organizations and groups in the overall community.

These goals recognize that individual, group, and community development are all intertwined. Members of a disadvantaged subcommunity will increase their own self-esteem and confidence in dealing with the larger community as they participate in an effective organization and as the atmosphere of communication, recognition, and respect between subgroups within the community begins to improve.

Assessment Profile

These goals are admittedly broad and far-reaching. A very helpful device to use in applying these goals to a specific situation is an assessment profile. The profile simply lists several aspects or dimensions of individual, group, and community functioning which seem to be significant to problem solving by disadvantaged citizens. The Georgia team did not have such a profile in hand when entering into the project. It was felt, however, that this profile reflects the unwritten conceptual framework that guided the team's assessment of needs.

The assessment profile is shown at Appendix C. As can be seen, citizen problem solving is a complex matter. Many factors influence whether citizens feel entitled to take responsible action through a group to produce a change in their community. We cannot begin to discuss all of these factors and the role they play in this model presentation. The purpose of the profile is to lay out the dimensions which trainers should investigate during the engagement process. When they note aspects which are blocking effective citizen problem solving, they have the basis for setting change objectives. In later sections use of the profile will be discussed. It is presented here merely to show its place in the training sequence. One should feel free to revise it or expand on it as knowledge or situations dictate.

Summary of Orientation

A set of knowledge, attitudes, skills, goals, and devices which are more or less critical aspects of the trainer's repertoire has been presented. This is what is meant by the orientation phase. A key aspect of the orientation is the emphasis on continuing professional development. Also important are innovation and adaptation to circumstances in the training situation. The best preparation for maintaining such flexibility throughout training is a program of continuing professional growth.

ENGAGEMENT PHASE

General

The engagement phase represents a series of steps which bring the trainers into contact with citizens who have a training need. If training is to occur, the engagement phase should culminate in an agreement between the trainers and the citizens to embark on a mutually planned learning experience with certain goals. The steps which lead up to this agreement may vary somewhat but entail two general objectives. The first objective is for the trainer to begin building a relationship of communication and trust with interested citizens. The second objective is to carry out a mutual assessment of the situation on many levels. Assessment of citizens' needs, motivations, and capacities for change, as well as the trainer's motivation and resources for contributing to the change, is necessary. The following steps indicate specific aspects of this overall process of engagement.

Trainer Interface with Citizens and Community

Personal Contact with Citizens

The manner in which the trainers approach the community and individual citizens is important. In most cases they will make initial contact with an individual or group which has asked for help. Sometimes, as in the Georgia project, they initiate the first contact based on an assumed need. In either case they attempt to allay fears and suspicions by presenting themselves in a realistic, open, and sensitive manner. Attempts are made to widen the circle of contacts for several reasons. Some of the contacts may participate in training if the training approach is adopted. Also, trainers are interested in securing a broad range of views. Finally, they are intent on building trust by demonstrating that they are concerned about all citizens and not just a select "inner circle." Visiting church groups, parent groups, and local neighborhood groups is one way to meet citizens. Individuals may be contacted in public places such as health clinics. At this point trainers do not call meetings but visit with citizens at their convenience in their surroundings.

Positional Leadership

Many community development approaches lay great emphasis on identifying reputational leaders through positional leaders. Sparing use of this method is recommended in working with disadvantaged citizens. It will certainly be worthwhile to contact some positional leaders and to gain their perceptions of the community. They are, however, often misleading in identifying reputational leaders among disadvantaged segments of the community. Also, if the trainers spend too much time contacting positional leaders, they may jeopardize the trust they are seeking with citizens. Thus, maximum emphasis should be aimed at identifying and contacting any and all citizens who show an interest, regardless of their "reputed" influence or activism. The interest and influence of various citizens will become apparent as a widening base of contacts is developed.

Data Collection

It behooves the trainers to augment their findings from informal personal contacts with some recorded information. Demographic data enable them to better appreciate the magnitude of certain problems. Information on community resources, organizations, and agencies is important and is useful for later reference. They should also

subscribe to the local newspaper to keep abreast of events of interest taking place in the community.

Assessment of Need, Motivation, and Capacity for Change and Diagnosis of Problems

All of the efforts at widening contacts and the information base are directed toward assessing the needs and problems relevant to effective citizen problem solving in the community. It is in this process that the mental map represented by the Assessment Profile (see Appendix C) becomes important. Thus, the trainers in their contacts with citizens join in discussions to examine citizen "views" on how people feel, what they know, and what they do in respect to community problems. What problems concern the citizens? Are they preoccupied with individual needs? Does concern center on the political process, living conditions, education, or another general community problem? When the trainers attend group meetings they observe and note characteristics of their functioning. They may ask contacts to fill out questionnaires which tap their community concerns and interest in developing better problem-solving skills. Finally they attempt to draw on personal contacts and recorded data to interpret power structure, interest groups, and service resources as they affect citizen feelings, knowledge, and action.

This process requires sensitivity, judgment, objectivity, and diligence on the part of the trainers. They should share perceptions with citizens to find their reactions and involve them further in the assessment process. Their goal is mutually to identify the scope and intensity of problems, the forces that produce them, and the feasibility of change. Trainers are not concerned with the content of the problem (i.e., education, environmental issues, or voting rights) but with the factors that affect the effectiveness with which citizens handle the problem. The trainers recognize as well that diagnosis is a continuing process. Their view of needs and the citizens' views of needs will change as events unfold and they analyze the significance of new information.

Defining and Promoting Role of Women

In the University of Georgia project one of the major concerns during the engagement process was to observe the role played by women in community action. These roles are likely to vary in different subgroups, classes, and communities. One goal of the project was to spotlight women and the contribution they can make to community action. Thus, it was sometimes necessary to overcome artificial sex role distinctions which relegated women to restricted roles. It was found that women were highly concerned about community affairs. Women attended many community meetings in greater numbers than men. Women, however, tended to elect men as group leaders and representatives. Some of the more vocal men tended to dominate many meetings.

At these early meetings, the team began setting a tone which was to carry through the whole training process. Women were called on at meetings for their opinions. The selection of men for leadership posts was questioned. The project was described as a women's project. In these and other ways the team attempted to overcome those distinctions between men and women which were restricting women to a follower status in community action.

For many reasons the Georgia team did not restrict participation in the project to women. It was felt that a community action training project confined to women would be artificial. The women that were contacted insisted on allowing men to participate. From the outset everyone was primarily concerned with increasing problem-solving skills through community action. All felt this required an effective working relationship between men and women, not exclusion of one sex.

In general a trainer entering a community to engage with citizens in assessing needs for community action should be sensitive to role differences between sexes. To obtain an effective voice a disadvantaged subcommunity must draw on the united resources of men and women. Thus, if initial encounters suggest that men or women as

a class tend to be under-represented in participation or influence, the trainer may initiate measures to build a better balance.

Assessing Trainer's Motivation and Resources

During this period the trainers also examine themselves. Are we sincerely motivated to help? Why? Do we have the skills and personal resources required to do what needs to be done? If organizational backing is needed, do we have it? Will we see the program through? Change agents may create high expectations, but if they do not follow through, citizen confidence may be eroded further. If the trainers recognize that certain needed skills are lacking, they are in a good position at this early stage to look about for sources of assistance. They can anticipate calling in other professionals to conduct certain tasks which they are not competent to carry out. If a team of trainers is carrying out the engagement process as in the Georgia Project, they need to assess their motivation and resources and identify any resources the team as a whole does not possess.

Informal Contract for Learning

If the trainers become satisfied that a need exists for citizen problem-solving training, and that a significant number of citizens are interested in the training, they arrange a means of informally contracting with the citizens to engage in a mutual learning endeavor. An effective means of doing this is a scheduled, highly publicized, public citizen meeting.

The meeting should not be planned independently by the trainers. At this early stage in the unfolding of the trainer-citizen relationship, it is important to build interdependency in as many ways as possible. In fact, the trainers are highly dependent on their citizen contacts, relying on them to identify an appropriate time, place, and form of publicity and to offer their input on program design. The procedure advised is to call together several citizens who have evidenced some planning ability and some influence in the community. Together, the citizens and trainers outline the meeting and divide responsibilities for scheduling, transportation, refreshment, publicity, and program.

There are four general components to a public meeting of this type. Some method for further assessing needs and interests takes place first. This is followed by a statement of the problem and general expectations if training is undertaken. If training is to take place, the group will then agree in some manner to participate. The meeting concludes with an initial structuring of the training process.

The first objective is designed to provide some group consensus on the existence of needs. Some of the participants may experience their first contact with the project at this meeting. Others will be very familiar with the trainers and the purpose of the meeting. They have already expressed their concerns. A useful technique to use in further assessing needs and interests is to present scenes of various locations in the community and to spark spontaneous discussion of these scenes in terms of community needs. Rapidly the group will begin vocalizing felt needs on a range of topics. It is not the objective of the trainers to convince citizens that needs exist but to aid them in expressing those of which they are aware.

Having arrived at some consensus that community needs exist and that individuals feel strongly that these problems must be solved, the meeting shifts focus to the citizens and their problem-solving capabilities. Since this aspect is on a more personal level than general community needs, the trainers will approach it carefully. They may ask small discussion groups to discuss strategies for solving the problems or they may review some of the attitudes, knowledge, and skills needed to solve community problems effectively. Through the discussions they will provide opportunities for the citizens themselves to recognize and acknowledge areas where they lack skills or reasons why past attempts to improve the community have failed.

The statement of the problem and training expectations and the agreement to participate naturally emerge from previous interaction. The

trainers will attempt to draw together their insights and the insights of citizens and to summarize them in an acceptable problem statement. When consensus is achieved that such a problem exists, the trainers should sketch out a training program which they deem feasible. Then they should present the general expectations they have for training results. Through further interaction with the citizens, a general concept of training and change expectations which both parties agree on can be developed. When this point is reached, the trainers will clearly state their desire and commitment to serve in the training capacity and request confirmation from the group that they will participate. With the assent of the group an informal contract for training becomes established.

The final objective of the meeting——initial structuring of the training process——represents a transition into the training phase. Consideration of this aspect of the meeting is therefore reserved for the next section.

Summary of Engagement Phase

The engagement phase is a building process. It lays the foundation for a training process which activates the dormant potential of a community. Emphasis on collaborative diagnosis insures that a real training need exists. The time spent meeting with citizen groups, assessing needs, and building interest can be short-circuited only at the peril of the long-term impact of the project.

TRAINING PHASE

General Characteristics

Objectives

The engagement phase was designed to bring trainers and citizens into contact, gradually to build a communicating relationship, and to arrive at a definition of need and a decision to act. The training and disengagement phases continue the process until trainers have more or less withdrawn technically and emotionally and resumed their original resource role. The training phase begins when citizens and trainers agree that a need exists and that training in problem solving is the remedy. The objectives of this phase are:

1. To develop a citizen/trainer working relationship which preserves individual dignity, insures two-way communication, and nurtures growth.
2. To increase citizen participation in community problem solving.
3. To develop knowledge, attitudes and skills which are needed to sustain effective, independent problem-solving activity.
4. To develop an effective mechanism for mutual planning.
5. To foster the development of a viable, democratic, problem-solving organization.
6. To widen the base of interaction and utilization between citizens and the resources to which they have access.

These objectives are general enough to allow for specific elaboration according to the particular needs and circumstances of a community. Some citizen groups may be more advanced than others. The model is directed at citizen groups which are characterized by low levels of participation, ineffective group action, and limited utilization of resources for problem solving. In working with these groups, it is highly likely that all objectives will be applicable.

Training Process

The training approach takes into account several factors. It is likely that some of the citizens have experienced failure in previous problem-solving projects. They are not accustomed to long-range planning and follow-through. They have doubts as to the nature and purpose of the training because it is something new. These considerations lead to the proposal that training consists of a series of specific activities which are tied to tangible activities in the community. For instance, a workshop might be planned on how to gather information on a problem. Citizens would be assigned specific tasks to gather information from some agency or official. With each concrete activity the citizens will form a clearer perception of the nature of problem solving. They will gain confidence from their successes, and they will begin to appreciate broader planning processes. Thus, although the group will set some long-term goals early in training to guide their efforts, trainers do not expect them to appreciate the significance of these goals at first. The goals are subject to change as the citizens gain new insights from their activities. The process, then, is fluid and dynamic. It capitalizes initially on citizen interests and promotes increasing individual activity. Long-range planning and organizational requirements receive emphasis later.

Training Sequence

It is difficult to specify a definite training sequence. A number of developments go on

simultaneously throughout training. At the same time that the group is targeting and attacking specific problems in the community they are developing skills and building an organization. Those activities which seem to follow each other in a sequence will be described first. Then discussion will turn to developments which permeate the full training process. The steps which follow in some order are:

1. Developing a planning mechanism and training framework
2. Problem selection and narrowing
3. Exploring long-range goals, objectives, and alternative means.

Developing a Planning Mechanism and Training Framework

Trainers' Roles

The first concern of the trainers is to develop a mechanism for mutual planning. There are several purposes for creating such a structure. Essentially it is part of the whole philosophy of inter-dependence which characterizes this approach. By participating in planning, the citizens gain skills and insights and render training more relevant. The citizen body as a whole invests greater trust in the planning process. A base for eventual independent planning is laid. Thus, developing a mechanism for mutual planning is very important.

Initially the trainers may have to play a very active role in the planning process. Due to the level of ability and understanding of the citizens at the outset, trainers may exercise considerable influence over the decisions made. Their primary concern initially is to help citizens structure their deliberations. Knowing what to consider is a vital part of planning. Thus, trainers should carefully prepare for planning sessions. They should suggest an agenda at the beginning of the meeting. They may provide an outline of planning steps and assist citizens to use it in planning each activity. Thereafter they join the discussion of each topic and insure that a group decision is made when necessary. As citizen skills develop they should be involved to a greater extent in pre-meeting planning.

The role of the citizens in planning is equally important. From the very outset they are treated as responsible self-directing adults. Thus, after alternatives are presented and discussed, they as a group decide on the course of action. Although trainers may decide specific techniques or specific activity objectives to be used at a workshop, they do not independently decide which problems are most important, when or where to conduct activities, which resources to draw on, or even what skills to teach. Lacking technical knowledge, the citizen planners most likely will initially rely heavily on suggestions of the trainers in making decisions. However, the ground is being laid for greater independence in judgment as their knowledge increases. A consequence of this approach is that citizens may reach decisions with which the trainers do not agree. Even if the trainer's suggestions have not been heeded, they should abide by the group's decision. It is an important part of the citizen's learning process to experience the results of their decisions, to evaluate those results and to draw on those experiences in future decisions.

In establishing the planning mechanism, the trainers play the role described above. At the initial public meeting of the Georgia Project, the trainers called on citizens to elect a planning council. A date was set for the first meeting. At that meeting the trainers presented an agenda which included (1) establishing a general framework for the planning council, (2) establishing a framework for training, and (3) planning the next activity. The trainers were prepared with specific suggestions or alternatives in each area.

General Framework for Planning Council

There are a variety of formats and structures for a citizen planning council. One characteristic of the structure adopted in the Georgia approach was

particularly significant. The planning council was set up on a rotating basis. Thus, new members were elected each month, and officers carried over one month. This approach has several advantages. It widens the base of participation in planning; it opens up the leadership structure of the citizen group by allowing those other than the recognized leaders to participate in decision making; it emphasizes the importance of each individual; and it spreads the burden of planning in terms of time commitments across a wider group. Individuals show a greater willingness to try their hand at something new if they do not feel they must commit themselves to meeting after meeting.

Of course, there are also disadvantages to this approach. With a rotating membership, individuals do not get enough experience at one meeting to increase their skills appreciably. Commitment to long-range plans may be marginal. The sophistication of planning will not increase as rapidly as it otherwise might. The group process at each planning meeting must be re-established for new members.

Certainly, the disadvantages are significant. The dangers seem greater, however, in setting up a structure which installs a long-term body of planners. Since the citizen training body is drawn from varying locales in the community, they would certainly find it difficult to select a planning group to which they felt allegiance at the beginning of training. Highly capable individuals might be overlooked. At a crucial point, motivation of individuals to participate and the responsibility for action would be reserved to a small group. Since one of the major goals of the approach is to increase individual participation in problem solving, it seems important to avoid reliance on a few go-getters.

In other aspects the structure of the planning council in the Georgia approach was not remarkable. It was set up to meet one or more times a month to plan a monthly workshop. Officers consisted of a chairperson and recorder. Members were elected at each workshop, and officers carried over for one month as repeating members. The agendas were prepared by the trainers. This framework was adopted by the first planning council based on suggestions of the trainers and group discussion.

Framework for Training

The planning council considers alternative methods of structuring the training process. They consider several approaches and prepare to recommend a strategy to the larger body. There are three critical aspects to a framework. First, the group needs to select the general problem or problem areas on which they will focus. Second, they must set up some thematic, organizational format. Finally, they should adopt an initial strategy aimed at individual and group development.

The first planning council discusses these elements. They then present their recommendations or suggested alternatives to the larger body at the next general meeting. An initial tendency may be for the planning council to make all decisions and merely present them to the larger group. However, since the group is in its formative stages, trainers should encourage the planners to present major issues to the larger body for broader discussion and consensus. This will likely yield greater identification with the group by all participants during these early stages.

The problems selected and the organizational and scheduling format tend to be selected together. It is essential that the group tackle real community problems. The problems selected give the project some identity in the eyes of the citizens. With a focus on real problems they are more motivated to acquire skills needed to solve them.

Since this model is applicable for communities ranging from neighborhoods to counties, there are several approaches which may best suit citizen needs. All participants may agree to focus on one problem area such as education and meet as a body on a regular basis to plan activities to improve education in the community. They might decide to meet in small groups in their own neighborhoods and tackle local problems with larger group meetings. A third strategy might be to meet regularly in a body but work in small task

forces on a range of problems. Imaginative trainers and citizens may conceive of other formats. It is important that some structuring be established along these lines early in training.

In the Georgia project, the citizens adopted a strategy aimed at uniting disadvantaged citizens across the whole county. They decided to hold workshops once a month which would include specific training and problem-solving activities. The larger body agreed to focus on the problem area of education. Specific training and problem-solving activities and projects were to be carried on outside the workshops based on plans adopted at planning council meetings or general workshops.

The other critical aspect of the training framework is the strategy for individual and group development. Trainers sketch out the critical knowledge, skills, attitudes and structures which contribute to effective individual and group problem solving. They will advise planners and the larger citizen group of the benefits of a strategy aimed at promoting individual and group development along the lines of the profile. Trainers will be open to modification and adjustments to the profile to suit local circumstances. Essentially, however, it is suggested that the trainer adhere to a rational problem-solving orientation.

In the Georgia project the planning council reviewed the knowledge, skills, and attitudes implicit in the Assessment Profile and decided to focus on a particular aspect or set of aspects at each workshop. Thus, workshops were planned to focus on group roles and communication, collecting information on problems, setting goals and objectives, and so forth. In some cases, more than one theme was handled at a workshop. In addition, the problem-solving steps which are inherent in the profile were utilized to guide activities conducted to solve real problems in the community.

Problem Narrowing

After the participants adopt a framework for training and a problem focus, a process of narrowing the problem of concern begins. Citizens may sense that something is wrong with the education system in their county, for example. In a group of this nature, however, there is likely to be little concrete information available. Many myths and confusions will exist. Concerns will be splintered in many directions. Collecting information, then, is the first priority.

In the Georgia project, speakers with positions in the education system were invited to attend workshops. Individuals visited agencies and gathered information. Eventually, a community survey was conducted. As a result of these actions and the analysis of their results, the citizen group steadily refined and modified their concept of the problem. They began to recognize the significance of the system by which school members and the superintendent were selected in the county. Thus, they became more and more concerned with the governmental process in the county. This activity of heightening awareness and focusing concern is what is meant by the problem-narrowing phase.

The problem-narrowing phase highlights the dynamic nature of this training approach. Trainers and citizens in the Georgia project developed an early consensus on an initial problem focus. However, as citizens achieved a wider and deeper understanding of the original problem they began to see new needs and more basic causes. The direction of the group then shifted. These developments were not planned at the beginning of training. They simply emerged as a natural consequence of real problem solving. Through continual feedback from activities priorities evolve and citizens achieve a greater appreciation of the community problem-solving process.

Exploring Long-Range Goals and Objectives

As the problem-narrowing phase progresses, trainers and citizens will begin to note that concerns are collecting around certain issues. Citizens have begun to understand their community and the forces that govern it with a new clarity. Motivation is likely to rise as definitions of the problem become clearer. At this point the trainers should engage the group in a process of exploring long-range goals and

objectives. Given their knowledge of the problem, what do they wish to do over the long run? What specific steps, tasks, or projects can contribute to these goals? This is a significant step; it raises the vision of the citizen participants from specific complaints and abuses to long-term solutions. Many of the problems which concern the citizens can be solved only by long-term concerted action. At least some of the citizens must recognize this and keep long-term goals in mind as specific projects are undertaken. Finally, this exploratory phase lays the ground for formalizing the organization during the disengagement phase.

It can be seen that the training phase concentrates on building interest, organization, and skills. The three steps reviewed above follow each other in order. There are, of course, many aspects of training which go on continually. Those developments and strategies which seemed most important in Morgan County are presented next. They are:

1. Trainer roles and relationship with citizens
2. Setting realistic objectives
3. Specific learning strategies and materials
4. Group development
5. Leader emergence
6. Widening the resource utilization base
7. Dealing with power structure and positional leadership

Trainer Roles and Relationship with Citizens

The roles adopted by the trainers during the training phase will vary according to specific needs and tasks. The role of the trainers on the planning council has already been discussed. Other roles the trainer may employ were indicated earlier. The key consideration during the training phase is not which roles the trainers utilize but the manner in which a role affects the objectives of training. The goal of the trainers in this phase is to establish a relationship with the citizens which minimizes dependency, which preserves dignity, and which increases communication. Thus, in the planning role trainers engage in a mutual exchange of opinions and perceptions. As techincal instructors the trainers present specific information on a range of topics related to problem solving. However, they adapt their instructions and present their information on a reality level the citizens can understand. They do not try to force citizens to accept their information but attempt to help them find ways of verifying the information and acquiring other information on their own. As group process facilitators, the trainers act as models in group situations by encouraging and supporting participation, considering differing points of view, and accepting group decisions. They encourage others to adopt these behaviors by suggesting the advantages without downgrading individuals with less sophisticated skills. Thus, the trainers utilize a variety of roles but never lose sight of the implications of the different roles for the overall relationship they have established with the citizens.

A last role which the trainers may play is that of coordinating resources. If a need exists for a particular kind of instruction which the trainers are not qualified to give, they may enlist the services of another resource. This is to be distinguished from a citizen decision to invite a local official or expert to address them at a meeting. This refers to a case in which the trainers invite another professional to attend a meeting or series of meetings to deliver certain training services. If this need arises, the trainers are responsible for identifying and recruiting the resource. They should obtain the citizens' approval before inviting the professional in. Then, prior to meeting with the citizen group, trainers and the resource person should discuss citizen needs, concerns, and level of understanding. It would be preferable if the resource person visited with citizens at a meeting prior to the scheduled training session. All of these precautions are recommended to insure that the relationship established between trainers and citizens is not jeopardized. If new trainers are brought in haphazardly and abruptly, citizens may not react favorably, and the resource's impact may be negligible or detrimental.

Setting Realistic Objectives

This may be the most difficult task facing trainers and citizens. As they assess and reassess existing attitudes, knowledge, and skills they will continue to set and revise objectives. How much change can be expected in deep-rooted attitudes and beliefs, in group processes, in acquiring knowledge, and in developing and exercising skills? Specific skills and knowledge are least difficult to acquire. Developing understanding and changing attitudes and beliefs are more difficult. The latter, though, determine whether newly acquired knowledge and skills will be utilized. There is no happy answer. Basically the trainers seek to develop a process leading to change in attitudes, beliefs, and understanding by using the citizens' interest in concrete problems as motivation to gain new knowledge and skills. They then constantly prompt citizens to examine the implications of their new knowledge and skills as a means of changing attitudes, beliefs, and understanding. Similarly, it is difficult to establish new attitudes and behavior patterns with respect to group participation in general. It is more realistic to seek to establish and maintain change within the training group. Here again, one hopes that the changes generated within the training group will lead to generalized change in other situations.

A key factor in setting and achieving realistic objectives in working with disadvantaged citizens with limited problem-solving skills is time. Effective intervention by trainers seems to require a long period of intensive concentrated effort. Even if great interest is there, change in deep-rooted habits and patterns takes much practice and integration. It is not always practical, however, to concentrate training in large blocks of time or tightly spaced intervals because citizen participants have numerous other responsibilities and interests. Thus, in this type of training situation, it seems necessary to devote oneself to a long commitment measured in months and years rather than days. Contact with citizens should be as frequent as practical.

Specific Learning Strategies and Materials

Task Guides

The difficulty in setting realistic learning objectives in an area as comprehensive as community action has been underscored. The learning approach adopted by the Georgia team focused on training in the use of specific strategies for handling key tasks. Adoption of these schemes should lead to greater problem-solving effectiveness and eventually to changes in basic attitudes, beliefs, and overall understanding.

Some of the more important tasks facing a citizen community action organization are planning specific programs or workshops, analyzing problems, setting objectives, and evaluating results. Individuals must learn techniques for leading group meetings and making individual presentations.

In the Georgia project an attempt was made to work with individuals and groups to help them make use of specific strategies as various tasks arose in the community action process. A pre-established formula was not followed. For instance, if an individual were selected to report to a workshop, assistance in preparation was provided. When a committee was formed to question invited speakers the team worked with them in establishing their strategy. Exercises on specific tasks were carried out by all participants at workshops and in the community. For instance, after reviewing methods for collecting information the entire group conducted a community survey.

During the course of training the team developed a number of written materials describing the steps for carrying out various tasks. Toward the end of the project they were consolidated and distributed as handbooks to the participants. It appears on looking back, however, that training could have been enhanced if the written guides had been

distributed early in the process for continued reference. Thus, it is recommended that trainers develop such guides or use the authors' handbook (see Further Reading) as a supplement throughout training and disengagement.

Adaptation of Materials

As technical information specialists, the trainers have a responsibility to draw on their knowledge of materials which can contribute to learning activities. There are various media for the transmission of information, ranging from written materials through audio-visual devices. Each form is appropriate for different uses. The important consideration from the standpoint of this model is the adaptation of materials to the citizen group. Since training in problem solving is a new experience for many of these people, any effort to relate materials in the situation to their background and interests will help them to see the connection between the information and their problems. In the Georgia project, trainers developed most written guides and instructions using local circumstances for illustrations. When slide presentations were used, slides showing scenes photographed in the community were included.

In addition to adaptation through increasing relevance, adaptation through adjusting language may be necessary. Trainers must be careful that they do not select or develop materials which communicate with words and concepts that have no meaning to the citizens. This requires sensitivity and understanding on the part of trainers. They need a working knowledge of the meaning of words and expressions used by the citizens and an ability to communicate personally and through materials with language that citizens understand.

Group Development

This approach requires the formation of a new organization in the community. The tactic is necessary to achieve the goal of increasing citizen participation in problem solving. Any pre-existing group is likely to be identified with particular clients, goals, and interests. Group patterns will be well established. To adapt this process to a pre-existing group would require major modifications.

The procedures and strategies discussed thus far were developed with a keen awareness of the need for building a cohesive, stimulating, and efficient group. Due to the voluntary and open characteristics of the training organization, the trainers have several objectives for group development during the training phase. The objectives are:

1. To establish procedures for welcoming new participants.
2. To create an open, non-threatening, supportive atmosphere, conducive to exchange of opinions and maximum participation.
3. To establish a democratic-participatory leadership style.
4. To build cohesion through acceptance of group goals and interpersonal trust.

During training the emphasis is on participation and cohesion. Later, during disengagement, it will be seen that emphasis shifts to organizational structure and long-term goals as well.

To achieve these group objectives many methods are helpful. The effort begins with building open, trusting relationships between the trainers and citizens during engagement. It is furthered by active consideration of the objectives at planning council meetings and workshops. Particular formats help to solidify the process. Thus, small group discussion techniques were utilized extensively in workshops. A pattern of having friends introduce newcomers at the beginning of workshops contributes to the open atmosphere. The style of leadership modeled by trainers facilitates development of democratic styles within the group.

To build real cohesion, trust, and mutual support it is necessary that the individuals participating in the project work together in small groups, share disappointments and successes, and communicate their needs and goals. A sense of direction and purpose is vital, too. Thus, although the methods described above contribute to group development, the key factor is a genuine endeavor to tackle real problems together.

Leader Emergence

Leadership as a concept is used in two senses in this model. First there is the process concept of leadership as a set of roles or tasks performed by various members of a group in the problem-solving process. Thus, individual members at various times in a group problem-solving situation may provide information, norms, directions, and social support. The goal of problem-solving training is to increase the range and quality of roles an individual is skillful in performing in a group. To this extent problem-solving training is leadership training for all participants.

Leadership in the second sense refers to the cadre of individuals who have the motivation and skills to continue the process of increasing citizen-participation in problem solving over the long run. In a large voluntary group there will be few people with the commitment and skills to seize the goals of this training approach and carry the group forward when the trainers have departed. The leadership development strategy is aimed at identifying these individuals and providing them with the skills they need to sustain the group.

The leadership development strategy is twofold. During the training phase trainers observe and identify the individuals with organizational leadership potential. They observe those who attend meetings, show sensitivity for others, take an active part in activities, and demonstrate dependability and initiative. Inevitably, the larger group will also begin recognizing these individuals. Due to the emphasis on participation throughout training, they will have many opportunities to display their potential. Sometimes individuals will flower who had not formerly been recognized as leaders. Later, during the disengagement phase, the trainers will begin concentrating attention on these leaders. This aspect will be discussed in the disengagement section.

Widening the Resource Utilization Base

Utilization of resources is fundamental to problem solving. The ability to draw on resources involves several elements. The most important are:

1. **Identification of resources.** Do the individuals and the group as a whole know what abilities, skills, and knowledge they possess? Does the group know what agencies and organizations exist in the community and the larger geographical area?

2. **Relationship between resources and problems.** After identifying resources one must understand the uses to which they may be put. How can these resources be of help? For a particular problem, which resources have the most to offer?

3. **Utilization of resources.** Understanding resources is of little use if they are not utilized. For an individual's resources this means using his strengths to best advantage to solve a problem. For the group resources this means coordinating the strengths of individuals to achieve a common objective. On the community and area level, resource utilization means contacting appropriate agency representatives, presenting the problem, negotiating for services, and monitoring results.

The trainers and citizens must assess the knowledge, understanding, and use of resources within and by the training group. The resource utilization base is then widened in several ways. In planning for meetings, potential facilities are reviewed. The meeting location is then varied from time to time to acquaint citizens with new organizational resources. When selecting meeting

or workshop activities, planners consider the strengths and potential of various citizen participants. Individuals are invited to play roles which capitalize on their assets. Finally, resources are carefully reviewed in planning each problem-solving task. Then citizens are invited or assigned to visit an appropriate agency and interview a representative. Officials are invited to attend citizen workshops. Written information, personal visits and interviews with service recipients are used to assess current services provided by resources in a designated problem area. Thus, as citizens focus on a problem and its solutions they develop an ever-widening base of contacts with resources and become increasingly skilled in utilization of each one.

Dealing With Power Structure and Positional Leadership

This model focuses on helping the disadvantaged, those with low-status and little influence. Within such subgroups many people have little confidence in dealing with positional leaders or the powers behind the scene. They realize that their attempts to improve their communities are often frustrated by outside powers. Many times they present only the mildest resistance when their aims are blocked.

As training progresses it is important that the citizens begin identifying the power structure in their community. They must learn who has influence and how these individuals and organizations use their influence. Also they must become acquainted with their rights and powers as citizens. Finally they need to carry out tasks which bring them into face-to-face interaction with the powers in the community. Initially this is necessary merely to overcome their habitual deference to the powers that be. Later through such activities they will come to realize that their views are important and that presented properly their voices will be heard. As citizens make their presence felt in the community, the power structure will, it is hoped, recognize the contribution they have to make. If this does not occur the citizens must use their power as members of a democracy to install new representatives in decision-making positions.

Evaluation of Training Phase

During the course of training, the trainers will employ a range of techniques to evaluate the results of activities. Whether the activity is a workshop, a community survey, or a planning council meeting, an attempt should be made mutually to evaluate the results. Some of the evaluation techniques which are helpful are meeting evaluation forms, behavioral observation, and individual and group interviews. The criteria for evaluation are based on the objectives for performing the evaluated activity.

Evaluation of the training stage as a whole is necessary to indicate a readiness to move into the disengagement stage. Trainers will consider a range of data for this purpose. They will note the regularity with which various citizens attend meetings and carry out assignments. The dynamics of meetings are analyzed. Individual understanding of the problem-solving steps is validated through observation and interaction. Finally, taped interviews of key participants can yield valuable insights. Questions on this progress evaluation should pertain to perceptions the individual has about citizen-participation in the project and personal progress. The developments which indicate that citizens are ready for trainer disengagement are described in the next section.

DISENGAGEMENT PHASE

General

The disengagement phase represents several activities which combine to de-emphasize the influence of the trainers on the course of development of the citizen problem-solving group. During this phase the trainer's role is gradually modified. The citizen group engages in activities which strengthen the organization and clarify its goals. By the end of disengagement the organization is functioning independently, and the trainer has been redefined as one available technical resource among many.

The objectives of this phase are:

1. To redefine the trainer/citizen relationship.
2. To select and train a Continuing Planning Council consisting of recognized leaders.
3. To foster formalization of the citizen problem-solving organization.
4. To engage the citizen problem-solving organization with other organization development resources.
5. To develop and implement action plans for solving identified community problems.

Transition from Training to Disengagement Phase

Several developments signal the time for shifting from training into disengagement. As indicated in the discussion of realistic objectives, one cannot expect to reach a definite point when it will be evident that all training objectives have clearly been achieved. There are, however, some developments to watch for. The problem-narrowing and the goal-exploring activities should lead citizens to an appreciation of the nature, extent, and causes of the problem and a determination to effect significant changes. Citizens should have achieved a clear understanding of the problem-solving steps through numerous applications in planning and carrying out previous activities. Certain individuals have emerged and are recognized as able, committed contributors to the group. And, finally, the basis for an ongoing organization has emerged through the continued participation of a body of regular participants and the development of a sense of group identity. When the trainer observes the emergence of these developments in combination it is time to begin disengaging.

Disengagement Sequence

The sequence of activities during disengagement roughly parallels the last four objectives. Disengagement begins with the selection of a continuing planning council. At this point trainers begin shifting intense emphasis from the group as a whole to the small group of potential leaders. The trainers transfer their responsibilities for performing specific tasks at workshops to citizens. As the members of the continuing planning council begin demonstrating increased problem-solving and organizational skills, the trainers begin disengaging from that group. At this point the continuing planning council formulates a purpose, goals, objectives, and an organizational structure for an independent citizen problem-solving organization. Following ratification of the organization by the larger body, trainers begin introducing other organization development resources which can assist the group to achieve its goals. Concurrently the organization begins developing and implementing projects and structures which can remove problems in the community. Trainer assistance gradually lessens during the action stage. When the stability and independence of the organization are well evidenced the disengagement phase is completed.

Redefining the Trainers' Role

The trainers' goal during disengagement is to increase citizen self-reliance and independence by gradually taking themselves out of the picture. During training the trainers have actively participated in formulating plans, leading activities, and providing information. Although they have been careful to respect the dignity of the citizen participants and to reserve all major decisions to them, their influence has been substantial. The contributions of the trainers become less necessary as citizens' knowledge and skills increase. In order for the citizens to realize that they do have the ability to act effectively on their own, the trainers must de-intensify their own participation and lower their profile. Some of the ways the trainers go about disengaging are making fewer suggestions, turning workshop roles over to citizens, and clearly communicating their conviction that citizens can operate independently. Formalization of the organization, development of leaders, and engaging the group with other organization development resources also affirm the changing relationship between the trainers and citizens.

Leadership Development Training

The second phase of leadership development marks the beginning of disengagement. Several developments indicate when the time is right for this change in leadership development strategy. The group has been engaging in activities which narrow and define the problem, and they have explored goals and alternatives. It is likely they have begun to appreciate the need for an on-going organization to carry out such action. Most participants will have had an opportunity to serve on the rotating planning council and to demonstrate their interests and abilities through other activities.

At this point the trainers recommend that the group select a continuing planning council with the responsibility for planning activities and formulating procedures for developing a permanent independent citizen problem-solving organization. Careful consideration of the criteria for successful performance of these tasks should insure that the group will identify and select those able individuals who have demonstrated their commitment to the cause.

After the continuing planning council is selected, citizen leaders concentrate on developing their individual and group skills in leadership and problem solving. When they have welded into an effective unit they set about formulating plans for formalizing the organization as a whole. While these potential leaders are receiving intensive leadership training from the trainers, they continue to plan workshops and activities to help the group arrive at a better understanding of the problem, their goals for solving the problem, and the feasibility of various solutions.

The leadership development strategy recommended here is based on a combination of experience and hindsight. In the Georgia project a continuing planning council was elected during the disengagement phase. They set about studying and developing a plan for formalization of the organization as their first task. In doing this they needed a considerable amount of help from the trainers. Their attitude and approach to the task were not all that might be expected of leaders. It appears now that intensive training of these leaders prior to undertaking the task of formalizing the organization would have offered more assurance that the organization would start off with a small group of skilled, motivated leaders. It is too early to determine the consequences of omitting such training in the Georgia project.

Fostering Formalization of the Citizen Problem-Solving Organization

For an organization to function adequately it must have a purpose for existing, some recognized structure, some division of labor, and a method of communication among members. All of these ingredients will be present in an informal sense during the early stages of disengagement. A major task of the continuing planning council after intensive training in problem-solving and leadership skills is to formalize these elements. By reviewing past activities, consulting with

participants, and examining results, the council will set about forming recommendations on:

1. A name for the organization
2. Its purpose and goals
3. Short-term objectives
4. Structure, roles, and duration of committees
5. General meeting schedule

Trainers participate in the council's deliberations but maintain a low profile. Thus, they must balance their desire to insure the organization has a good foundation with the recognition that the organization must be founded on the basis of citizen-determined needs, values, and interests. When all recommendations are complete the planning council presents them to the larger body for review and ratification or reconsideration. When acceptable to the larger body, the organization is ratified and established.

A key consideration in the formalization of the organization should be a careful attempt to differentiate clearly the goals and objectives of the citizen organization from those of other groups in the community. Lacking very specific identity, the group will have trouble inter-relating with other groups and communicating its role to the larger community. Individuals who are members of other organizations may unwittingly influence the organization toward duplicating the efforts of another group. For survival as a vital and useful entity a clear identity is essential.

Engaging Organization Development Resources With the Citizen Organization

During training, considerable effort goes into widening the resource utilization base. The primary concern then is focused on identifying and utilizing resources which can solve community problems. The primary resource for helping the organization itself take life is the trainer. After the group has evolved into a definite formal organization with specified goals, the trainers encourage leaders to become familiar with other resources which can assist the group to increase its effectiveness. Representatives of community development agencies, educational institutions, and voluntary organizations are invited to meetings. The goal of the trainers is to make citizens aware of these resources, to establish communication, and to pave the way for subsequent contacts when the need arises.

Developing and Implementing Action Plans

Following formalization of the organization the first order of business is the development of action plans to achieve objectives. Trainers at this point take part as observers and sources of technical information. From previous training citizens are aware of action strategies and how to apply them to specific problems. Trainers will offer information on the effectiveness of various approaches and key considerations in applying them. They will assist citizens in selecting and applying learned action strategies to concrete problems. Now that the organization has a clear set of goals and objectives it is crucial that the members take concrete actions, evaluate results, and go further. The trainers will facilitate these key initial efforts.

During the phases leading up to formalization of the organization the citizens will have engaged in numerous problem-solving activities to satisfy a range of purposes. It is only after formalization, however, that the organization can address clearly defined, inter-related objectives in a concerted fashion. It is vital that the trainers facilitate the organization in getting a solid start. As the group members demonstrate the ability to function independently, the trainers will make a transition from disengagement to follow up.

Evaluation of Disengagement Phase

Evaluation continues as an on-going counterpart of all activities during disengagement. Trainers,

however, place more responsibility on the citizens for initiating and carrying out evaluation tasks. They reserve their analysis until after citizens have formulated their own collective opinion. Their role is to continue to emphasize the importance of evaluation.

Evaluation of the disengagement stage as a whole is not as systematic as evaluation of the training stage. Once the formalization of the organization has been set in motion it is wise to reserve overall evaluation temporarily. Hasty criticism of a new organization may weaken it before it has a chance to get established and demonstrate the effectiveness of its structure and leadership. Thus, the evaluation of the disengagement phase as a whole takes place for the most part during the follow-up phase. Trainers, of course, will collect their observations and thoughts and form some judgment on the success of disengagement at its conclusion. They will, however, begin a mutual examination with the citizens of the results of disengagement later on during the follow-up phase.

FOLLOW–UP AND FOLLOW–THROUGH PHASES

FOLLOW–UP PHASE

General

The follow-up phase refers to the activities of the trainer which parallel the citizens follow-through on their goals and objectives. Trainers during this phase have three objectives as follows:

1. To resume their original professional role.
2. To maintain their role as technical consultant to the citizens.
3. To evaluate long-term results and continuing progress.

Resuming Original Professional Role

Trainers of citizen problem-solving groups may be government agency staff, educators, ministers, social workers, or other professionals. The specific training role described in this model is not likely to be subsumed directly under any of these professional roles. Thus, citizen training requires some redefining of one's role. During follow-up the trainers resume their original roles. They remain more sensitive to citizen needs and perceptions, but they no longer focus primary attention on the particular citizen group they have trained. They exercise their responsibilities toward the clientele their position is designated to serve. In one important respect they do maintain a special relationship with the citizen organization. That relationship is described next.

Maintaining Contact as Technical Consultant

A technical consultant is someone with specialized knowledge which may be of assistance to the citizen organization as various problems arise. Thus, during follow-up the trainer maintains communication with the group through periodic visits. When problems arise they provide information which may help––names of persons to contact, sources of materials, and refresher information about aspects of previous training, for example. It is important that trainers make it clear to citizens that they are available to help and a ready source of information. In some cases this will mean searching out some information the trainer does not possess when asked.

Evaluation of Long-Term Results and Continuing Progress

The final responsibility of the trainers is to engage in a mutual evaluation with the citizens of long-term results and continuing progress. The citizens have become accustomed to evaluation and its importance during training. The role of the trainers is merely to meet periodically with representatives of the citizen organization to analyze current progress in light of objectives. Some of the criteria which they will apply follow:

1. How is the organization functioning internally?
2. What resources are being utilized and how effectively?

3. What effect has the organization had on the community as a whole?

4. What is the quality of leadership being exercised by the planning council?

5. Have objectives been set and achieved?

6. Are individual citizens evidencing greater concern for and participation in community problem solving? Do they feel they have made personal progress?

Inevitably, evaluation merges with diagnosis of problems. Thus, the trainers should be prepared to offer advice on the causes of problems which are identified through evaluation. Their primary function is to assist citizens to recognize these problems and deal with them using the problem-solving steps they have learned. In addition, they will provide information which assists in the analysis or solution of the problem. It is possible that refresher training may be indicated. If so, the citizens and trainers may mutually identify and engage the appropriate resource needed to provide the service.

In addition to mutual evaluation of results, the trainer may engage in other forms of verifying the effects of training on the community. Activities might include interviewing non-participants in the community to gauge their reactions or cataloguing concrete changes in the community directly or indirectly caused by the training project. Some examples are greater citizen representation on community boards, increased use of facilities or services, official actions taken to redress citizen grievances, and the establishment of new committees to increase responsiveness to citizen needs.

FOLLOW–THROUGH PHASE

The presence of a follow-through phase in the model is meant to impress on trainers that a large part of the success of their efforts during the preceding phases is measured by the long-term performance of the citizen organization and its individual members. They will attempt to operate independently at the conclusion of disengagement. Involvement of the trainers in the citizen's activities then depends on the requests of the citizen organization. The citizens realize that they must take advantage of the opportunity they possess or lose a chance to exert greater control over their lives. They realize that change in the community requires concerted and persistent action. During follow-through they transform these realizations into real events.

SPECIAL CHARACTERISTICS OF THE MODEL

General

The model presents an approach to training those relatively powerless disadvantaged citizen groups which often exist in rural and urban communities. The approach was not based specifically on any previous theory or project. It represents instead the testing of both principles and hunches in a real situation. To help the reader conceptualize the thrust of this approach and to contrast it with other models this presentation will conclude by briefly discussing those characteristics which give the model its special identity.

Process Orientation

As a process model the approach presented is dynamic and developmental. It sets out phases or stages of growth and the roles to be played by trainers and participants while allowing for constant interchange, redefinition, and evolution. Thus, the model does not set down a specific structure of activities but emphasizes stages, roles, methods, and development. Individual, group, and community development take place through a dynamic interplay of forces unleashed in the problem-solving process.

Participant-Centered

This aspect of the model is implicit in the process approach but bears some added emphasis. The trainers employing this model seek to overcome preconceived notions about the client group and the change process by focusing on participants and their attitudes, needs, expectations, and values. As such the trainers seek to accept participants "where they are" and move with them by helping them refine their outlook through selected experiences. As a consequence of this approach the trainers avoid identification with the established leadership structure of the community, a class which is generally isolated from powerless citizen groups.

Power-Enhancing

The model was developed from and has most salient application to enhancing the power of disadvantaged citizen groups in the community decision-making process. Many groups by virtue of a disadvantaged status are relatively ineffectual in influencing community policies, structures, or organizations which have a bearing on resolving their needs. This model has application to strengthening the citizen voice of such powerless groups in a community.

Open, Voluntary, and Activating

Participating in this training approach is voluntary. Thus, the approach is predicated on genuine interest in community problem solving among the citizenry. All general meetings are open to anyone interested in participating. As indicated above, greatest emphasis on alerting individuals to the opportunity is directed at the target group in the community. In addition the model is activating. The existence of such an activity in a powerless community is expected to activate more and more participation as time passes.

Concrete, Relevant, and Reality-Based

This approach places emphasis on identifying and solving real problems as perceived by the participants. Simulations and exercises may supplement the approach, but primary emphasis is directed at engaging and assisting citizens to identify, analyze, and tackle real problems in their community. Also, training is conducted primarily at sites within the community. This approach seems to be more effective with groups of lower education and a more concrete orientation.

Long-Range

The goals of this approach are long-range developmental goals. Thus, the model envisions a process whereby a training resource engages in an intensive and time consuming activating process which sets in motion a long-term developmental process. The training and disengagement phases will last for many months. The objective of the trainer during this period is to develop awareness and participation to a level which can be self-sustaining. With this end in mind the model emphasizes increased and more effective utilization of individual, group, community, and area resources.

SUMMARY

This publication presents the broad principles which make up a model for developing a community problem-solving organization within a disadvantaged citizenry. It sets out a sequence of phases which represent progressive trainer/citizen relationships and activities. It is presented in general terms to allow generalization to other situations and groups. To obtain specific examples of techniques and materials, the reader is advised to consult the authors' handbook (see Further Reading).

It should be made clear that this model represents an abstraction from a real training situation. The principles which produced most success during the project were identified and integrated into an overall scheme. An attempt was made to account for shortcomings in the project and modify the model accordingly. As it was based primarily on one situation, the model may need revision to apply elsewhere. Certainly others will see improvements that can be made. Since the model is designed to be a conceptual tool useful in the education of trainers it is desirable that it be examined carefully--and generally regarded as tentative. Seen in this light it can be a helpful guide and a source of insights and new applications.

To conclude, then, the model is a conceptual tool. It was developed to stimulate testing, application, and extension of a set of concepts in other communities with similar problems. It is not a blueprint of prescribed steps. Rather, it represents a contribution to the development of useful frameworks for developing programs to increase the community problem-solving potential of disadvantaged citizens.

FURTHER READING

The purpose of this section is merely to suggest fruitful areas of further reading. The topic of citizen participation and leadership in community problem solving has elements which are treated by a wide range of fields. The Georgia project was not based exclusively on any one approach or set of materials but benefited from a number of sources.

The references which follow illustrate some of the works and materials available from different fields and sources. Materials may be acquired from existing training programs. Theory and methods from such fields as adult education, community development, citizen participation, community organization, community action, leadership training, and group dynamics are highly applicable. Particular attention is directed to the handbook prepared by the authors as a guide to be used by citizens acting alone or in conjunction with a trainer.

Prospective trainers are encouraged to compare and contrast the authors' approach and techniques to those of others. Draw on their insights. Test and apply ideas from a variety of sources. There is much to learn, much more to find out, and much, much more to do.

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APPENDICES

APPENDIX A

BRIEF HISTORY

University of Georgia Rural Women Project

The training model and accompanying handbook are based on a two-year leadership training project conducted by the Adult Education Department of the University of Georgia in Morgan County, Georgia. Thus a brief review of the actual project--its development and major events--may afford the reader a helpful background to these guides. This synopsis will attempt to meet that purpose.

The original project proposal to the U. S. Office of Education was drafted and submitted by Florida State University with concurrence from representatives of the University of Georgia and Tuskegee Institute. It called for a tri-university project designed to investigate the problems of Southern rural women and to demonstrate remedies in the forms of leadership training and continuing education. The project was formally approved to begin in July of 1974.

The early months of the project at the University of Georgia were devoted to assembling a team, collecting information on resources, meeting with the project teams from Florida State University and Tuskegee Institute, reviewing the literature, contacting projects in other parts of the country, developing interview schedules, and studying the counties which surround the university. Several meetings were needed to refine and clarify the overall thrust of the project and to develop a shared philosophy among team members and institutions. All became committed to actualizing the potential of powerless, disadvantaged members of rural communities.

The project team began visiting surrounding counties in January to interview positional leaders in education, welfare, community action, and the media. Based on the criteria of proximity, a disadvantaged demographic profile, acknowledged need for services, and lack of extensive previous university involvement, Morgan County was tentatively selected for further work. Team members were aided by the staff of Action, Incorporated, in making contact with local community citizen councils. Visits to these target groups and contacts made through the health clinic and the Adult Basic Education Program provided vital input from the target group. Emphasis was focused on members of the black disadvantaged neighborhoods of the county.

The continuing series of contacts, meetings, and discussions with members of the target group served to acquaint the project staff with community needs, past actions, and interest in training. At these meetings project staff sought to engage citizens in discussions of what needed to be done in the county and what a training program might offer. Usually brief questionnaires were filled out to indicate perceived community needs and interest in training. These were often administered orally to compensate for common reading problems. Women were in the majority at these meetings, but often men held leadership positions. Most persons in attendance were quite passive. Generally the participants welcomed possibilities of training but were guarded in their optimism.

To initiate the project the staff decided to convene a public meeting for interested persons from all over the county. A few key contacts were called together for a planning session which resolved matters of general objectives, timing, location, publicity, and refreshments. Invitations were mailed to all previous contacts and referrals. The

meeting was convened in early June at the Action, Incorporated, building, a center of community activities for the disadvantaged black communities of the county.

The first workshop was highly successful in building a climate of participation, crystalizing citizen concerns, and initiating a training process. Fifty citizens attended. The agenda included participant introductions of each other, a discussion of community needs generated by slides of facilities and locations in the county, group discussions of central concerns, election of planning council representatives, and scheduling of the first planning council meeting. Great enthusiasm was generated by the discussions. The project seemed to be off to a good start.

The staff attempted throughout to carry out a project which emphasized citizen participation and concentration on real problems. The planning council was a major vehicle for citizen participation. At the first meeting a chairperson and recorder were elected. Thereafter the two officers carried over one month. Other members were elected at each monthly workshop. At the first and subsequent planning council meetings, project staff presented a tentative preplanned agenda. The group decided to recommend at the next workshop that the participants unite in attacking one common problem. They agreed that early training should focus on group cohesion, understanding group processes, and problem-solving techniques.

The July workshop was held at the county library. Attendance was reduced to about twenty-five citizens. The group agreed to focus on one countywide problem area. After discussion and ranking of central concerns, they voted to concentrate on education with some emphasis on governmental structure. Following a refreshment break, the staff presented information and an orientation session on how groups function and the roles members play. Participants then adopted typical group roles and engaged in several simulated discussions of a parent advisory group on a selected education problem. After discussion of the effects of each role on the functioning of the group, planning council representatives were elected and the meeting adjourned. In addition to building greater cohesion among the participants, the decision to focus on a countywide problem was a significant accomplishment of this workshop.

The next stage of the project focused on collecting information on education in Morgan County and setting goals for action. The planning council decided to invite the schools superintendent and a member of the Board of Education to the August workshop. The decision was opportune because the subsequent workshop revealed much about participants' lack of understanding of their county and hesitation to probe officials for accurate information. At the workshop the invited speakers began by presenting information on several topics raised in the letters of invitation. Although participants posed several questions, most were either superficial or easily evaded by the speakers. When the speakers had departed a brief discussion of the knowledge gained and questions remaining was conducted. Interest at this time focused on the complexities and apparent racial inequities surrounding the county's school board appointment process.

Due to the concern and confusion raised at the August workshop, the next planning council decided to continue the information gathering process. Citizens volunteered to visit the county commissioners, a school board meeting, and the county clerk and then present results as a panel at the September workshop. Project staff also decided that this workshop would present a good time to summarize information gathering techniques and present the idea of carrying out a community survey. At the workshop, held in the auditorium of the county middle school, the panel presented much new information, some of which contradicted earlier statements by officials. Further direct confrontation seemed necessary. Thus two participants volunteered to invite the county commissioners and the jury commission to attend the next workshop. A panel was selected to prepare questions in advance. During the second half of the meeting, information gathering techniques in general were discussed. This was followed by a first attempt of the group to state specific goals and objectives for future action.

Overall, a great deal was accomplished at the meeting. Participants showed rising confidence, an emerging sense of direction, and an increasing recognition of their rights as citizens.

Subsequent staff activities gave increasing importance to attempts to transfer full responsibility for the group's activities to the citizen participants. A decision had been made to terminate active staff involvement by the end of January. At the September planning council meeting, methods of questioning the invited officials were discussed. Also considered were topics to be covered on the survey. During this time period the staff also met with the questioning panel to develop questions and carried out some individual evaluative interviews to access participants' readiness to carry on independently.

The October workshop did not turn out as planned, but it may have served some unrecognized needs. The citizen inviters waited until the last minute to contact officials with the result that none were able to attend. The staff moderator used the breakdown as an opportunity to engage the group in a discussion of commitment, responsibilities, and communication. As a result those present evinced a renewed determination to work concertedly to meet their objectives. A new inviting committee was elected. During the second half of the workshop, the staff introduced the survey questionnaires, role played an interview, and distributed questionnaires for administering in neighborhoods and at community group meetings. Much enthusiasm was shown, and over 300 questionnaires were given out.

The renewed commitment led to a rousing and highly successful November workshop. The planning council decided to hold the meeting on their "home turf" at Action, Incorporated. A participant co-moderator was selected. At the workshop all members of the jury commission, all but one of the county commissioners, and the county clerk attended. After brief presentations by representatives of each official body, the meeting turned to questions from the panel. They were presented directly and confidently, and evasive answers were challenged. Subsequently, other questions from the audience were fielded by the officials. The tone of the meeting, though tense and emotionally charged, was constructive and viewed positively by all. It represented a major step toward community leadership by the participants. Although the surveys had been collected, time did not allow presentation and discussion of their results.

The final workshop with major staff involvement was designed to recognize past achievements, present new resources for group development, elect a continuing planning council, and build momentum for the next year. The planning council agreed to hold the workshop at the University of Georgia Center for Continuing Education. They also discussed criteria for election to the continuing planning council and nominated several participants. The staff prepared special certificates of achievement for the most active participants and invited representatives of Cooperative Extension, the Institute of Community and Area Development, and the League of Women Voters to attend the meeting. In addition a special banquet menu was arranged.

On the bus trip to the Georgia Center continuing planning council members were elected. At the workshop invited agency representatives briefly discussed their services and engaged in informal conversation at their tables. After the meal the project director made a brief inspirational address. The Georgia project executive council advisor then awarded certificates. Installation of the continuing planning council and a brief presentation of survey results concluded the meeting. The visit to the Georgia Center seemed to provide a boost to the morale and confidence of the participants.

The major remaining business of the staff was to assist the continuing planning council to formalize their citizen problem-solving organization. Two planning council meetings were conducted to prepare recommendations on the goals and objectives of the organization, the structure of the organization, and positions and duties on the planning council. Staff members prepared and distributed a guide on planning a workshop to be used by the council to plan the February meeting. In spite of this preparation the staff was somewhat

disheartened by a lack of seriousness and planning skills on the part of some council members. Due to the evolution of the project from a focus on education to governmental affairs, the council agreed to recommend that the purpose of the organization be: *To provide more effective and representative government in Morgan County by promoting representation by responsible citizens on decision-making groups, educating the community on government in Morgan County and increasing citizen participation in civic affairs.*

The first independent workshop of the Morgan County Rural Leadership Council was held in February. Recommendations of the planning council were adopted. Future projects were discussed and selected. At the end of the meeting the staff led a discussion of survey results and then presented members with individual copies of a Handbook for Community Leadership. The handbooks contained guides for carrying out essential tasks of the organization. The meeting was well organized, smoothly run, and well received. It appeared that the organization was on track and headed in a purposeful direction.

After the February workshop the staff shifted primary emphasis to developing a model of the leadership training process and a handbook of task guides. Citizens continued to hold planning council meetings and workshops. Staff members attended these meetings as observers only. Many new participants became involved in organization during this early formative period. It also appeared that the group was becoming closely identified with the NAACP in its early life. The organization focused initially on sending in citizen nominations for openings on official bodies, sending representatives to official meetings, and planning educational workshops. Unfortunately, enthusiasm and direction waned somewhat, and workshops were discontinued after March. An attempt was made to revive regular general meetings during the summer. A general meeting was held in July. Later a picnic was scheduled for October as a means of attracting renewed participation. The picnic, however, did not materialize. Thereafter the organization continued in name, and the officers continued to represent the organization at other community meetings, but general meetings were not held. It was learned that many participants felt a general meeting should be called only when a "real" problem existed. The short life of regular general meetings was attributed to insufficient organizational skills and the influx of new, less committed participants during the organization's inception.

It did appear, however, that the training and the development of an organization did have long-term effects. A year later the organization as a recognized entity was still exercising its voice in community affairs. Participants still considered themselves members despite the lack of regular meetings. Potential for reviving the meetings still existed. Perhaps of greater importance, the skills acquired by participants in the training project appeared to carry over to their work in other groups. Reports indicated that Action target group meetings showed greater planning and organization and use of project techniques long after the Morgan County Rural Leadership Council meetings had discontinued.

A review of the history of the project suggested the following major accomplishments, shortcomings and recommended changes.

Accomplishments

1. A new and independent citizen problem-solving organization was developed within the disadvantaged and relatively powerless black community of Morgan County.

2. A new pattern of participatory dynamics and improved program planning was introduced among the participants and carried into other organizations in which they were involved.

3. Participants achieved a greater awareness of the complexities of community problems in Morgan County and an increased sense of their rights and responsibilities as citizens.

4. Participants became engaged with the community power structure in a more assertive and systematic manner.

5. The needs and attitudes of the black community were communicated to an increased extent throughout the county.

6. Individual participants gained new skills and knowledge and experienced personal growth.

Shortcomings

1. More effective sustained leadership of the organization might have been developed.

2. A high level of skill, knowledge, and commitment was not developed within a large enough number of participants to provide a stable base for the organization.

Recommendations

1. Trainers should introduce task guides early in training and insure thorough understanding of the guides and their application.

2. Citizen participation in planning, carrying out leadership roles, and evaluation should be emphasized to a greater extent.

3. During the disengagement phase identified potential leaders should receive intensive training.

4. Trainer involvement during disengagement should extend beyond formalization of the organization. Trainers should assist citizens in selecting and applying learned action strategies to concrete problems.

5. Efforts should be made to identify similar organizations in the community and to clearly differentiate goals and objectives of the citizen organization from other groups.

6. Regular communication between participants in addition to workshops and planning council meetings should be established.

APPENDIX B

MODEL BREAKDOWN

1. Orientation
   a. Trainer characteristics
   b. Trainer roles
   c. Team of trainers
   d. Goals
   e. Assessment profile

2. Engagement Phase
   a. Trainer interface with citizens and community
   b. Assessment of need, motivation, and capacity for change and diagnosis of problems
   c. Defining and promoting role of women
   d. Assessing trainers' motivation and resources
   e. Informal contract for learning

3. Training Phase
   a. Developing a planning mechanism and training framework
   b. Problem narrowing
   c. Exploring long-range goals and objectives
   d. Trainer roles and relationship with citizens
   e. Setting realistic objectives
   f. Specific learning strategies and materials
   g. Group development
   h. Leader emergence
   i. Widening the resource utilization base
   j. Dealing with power structure and positional leadership
   k. Evaluation

4. Disengagement Phase
   a. Redefining the trainers' role
   b. Leadership development training
   c. Fostering formalization of the citizen problem-solving organization
   d. Engaging organization development resources with the citizen organization
   e. Developing and implementing action plans
   f. Evaluation

5. Follow-Up Phase
   a. Resuming original professional role
   b. Maintaining contact as technical consultant
   c. Evaluation

6. Follow-Through Phase

APPENDIX C

ASSESSMENT PROFILE

Individual Level

1. Goals, attitudes, beliefs, and values concerned with:
   a. Individual, group and community needs
   b. Citizen participation in community problem solving
   c. Individual participation in groups
   d. Trainer's role
2. Knowledge, awareness, and understanding of:
   a. Personal skills, resources, values
   b. Problem-solving techniques
   c. Community groups, structure, resources
3. Strategies, skills, and behavior patterns related to:
   a. Formulating goals
   b. Planning (identifying needs, defining problems, setting priorities, setting objectives, identifying resources, selecting methods, delegating responsibilities)
   c. Collecting, analyzing, verifying, and disseminating information
   d. Taking action (delegation of authority and responsibility, efficiency, assertion, follow-through)
   e. Evaluating results of actions
   f. Interpersonal communications

Group Level

1. Outside Group Membership
   a. Leadership style
   b. Participation patterns
   c. Problem-solving process
2. Training Group
   a. Climate
   b. Group cohesion
   c. Leadership style
   d. Participation patterns
   e. Problem-solving process
   f. Structure
   g. Process of recruiting and maintaining membership

Community Level

1. Power structure, resource structure, and decision-making process as they relate to:
   a. Meeting citizens' needs
   b. Involving citizens in problem solving
2. Interest groups or factions
   a. Their image of citizen group
   b. Their inter-relationships
   c. Their interaction with citizen group
3. Service resources
   a. Extent of services relevant to citizen needs
   b. Positional leaders' images of citizens and citizen problem-solving efforts

APPENDIX D

SOURCES OF TRAINERS

It may be of some help to indicate more specifically the types of workers who might assume a citizen participation training role. Many agencies are concerned with community problems. Any professional within such an agency who sets out to help local people help themselves in the areas of the agency's concern is developing citizen participation. Included within this group are community-action organization staff, ministers, staff of federal, state, and local agencies, urban planners, and paid staff of volunteer organizations.

A second source of trainers with perhaps a broader base of concern is found in the professional resources of educational institutions such as universities, junior and community colleges, vocational-technical schools, and public high schools. Professionals across a range of disciplines and in inter-disciplinary teams may be called in to carry out community development or citizen participation consultation or training in communities within their service area.

A final source of trainers lies within the vast resources of voluntary action by skilled individuals. Thus, a member of a voluntary citizen group may undertake a training program for the group or other groups which has no direct association to his professional working responsibility. A retired professional with requisite skills might play the same role. Volunteers trained in advance by professionals also might exercise these training responsibilities.

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